

**Summary Minutes**  
**ALEXANDRIA WATERFRONT COMMISSION MEETING**  
**Tuesday, March 18, 2014**  
**City Hall**  
**Sister Cities Conference Room**

**Commission Members**

*Present:*

Dennis Auld, Citizen Park Planning District II  
Gina Baum, Alexandria Park and Recreation Commission  
Howard Bergman, Founders Park Community Association (FPCA)  
Suzanne Bethel, Old Town Business and Professional Association (OTBPA)  
John Bordner, Citizen west of Washington St.  
Morgan Delaney, Historic Alexandria Foundation  
Shirley Downs, Alexandria Commission for the Arts  
Stewart Dunn, Alexandria Planning Commission  
Arthur Fox, east of Washington St. and south of King St.  
Doug Gosnell, Alexandria Marina Pleasure Boat Leaseholder  
Charlotte Hall, Alexandria Chamber of Commerce and Chair  
Mari Lou Livingood, Alexandria Seaport Foundation  
Jody Manor, Alexandria Convention and Visitors Association (ACVA)-  
Paul Smedberg, Member, Alexandria City Council  
David Speck, Citizen Park Planning District III  
Stephen Thayer, Citizen east of Washington St. and north of King St.  
Townsend A. (Van) Van Fleet, Old Town Civic Association  
Christa Watters, Citizen east of Washington St. and north of Pendleton St.

*Excused:*

Stephen Mutty, Citizen Park Planning District I

*Absent:*

Jacob Hoogland, Alexandria Archaeological Commission  
Ryan Wojtanowski, Alexandria Environmental Policy Commission

***City Staff:***

Rich Baier, Director, Transportation & Environmental Services  
Emily Baker, Director, Department of Project Implementation (DPI)  
Fran Bromberg, Office of Historic Alexandria/Archeology  
Jack Browand, Division Chief, Commission Staff Liaison, Recreation, Parks, and  
Cultural Activities (RPCA)  
Tom Canfield, City Architect, Planning and Zoning (P&Z)  
Al Cox, Architect, P&Z  
Tony Gammon, DPI  
Faroll Hamer, Director, Planning and Zoning (P&Z)  
Lt. Don Hayes, Alexandria Police Department (APD)  
James Hixon, Dockmaster, RPCA

Mark Jinks, Deputy City Manager  
Karl Moritz, Deputy Director, Long Range & Strategic Planning, P&Z  
Iris Portny, Commission Recording Secretary, RPCA  
Nancy Williams, Principal Planner, Planning and Zoning (P&Z) & Department of  
Project Implementation (DPI)  
Rashad Young, City Manager

***Guests:***

Richard Banchoff, President, Old Dominion Boat Club  
Lidia Bardhi, CityInterests  
Christine Bernstein, resident  
Ignacio Bunster, architect, WRT (CityInterests team)  
Patrick Burkhardt, Shalom Baranes Architects  
Jon Carr, CityInterests, LLC  
Susie Cohen, Public Art Committee  
Bert Ely, Friends of the Waterfront, Old Town Civic Association  
Peter Farrell, CityInterests  
Dene Garbow, Harborside  
Mel Garbow, Harborside  
Hal Hardaway, resident  
Harry Harrington, Old Dominion Boat Club  
Val Hawkins, Alexandria Economic Development Partnership  
Adam Hayes, EYA  
Mike Hickok, Hickok Cole  
Alan Novak, CityInterests, LLC  
Michael Pope, Connection Newspapers and WAMU  
Dan Straub, Alexandria Urban Design Advisory Committee, (UDAC)  
Jeanne Theismann, Alexandria Gazette-Packet  
Ken Wire, CityInterests  
Mike Young, 6 Prince St.  
Robert Youngentob, President, EYA

**Welcome and Introductions**

Hall called the meeting to order at 7:30 a.m. Commissioners, staff and guests introduced themselves. Hall welcomed Commissioner Downs to her first meeting as the representative of the Alexandria Commission on the Arts.

**Approval of Minutes from February 18, 2014**

Moved by Dunn, seconded by Speck to approve the summary minutes of the February 18, 2014 meeting as corrected. Passed by voice vote with one abstention (Thayer).

**Agency Reports**

There were no agency reports. Hall requested an update on the status of the City fireboat's repairs.

**Update on the City-ODBC Negotiations**

Hall welcomed City Manager Rashad Young and Deputy City Manager Mark Jincks and Old Dominion Boat Club President Richard Banchoff who were present to brief the Commission on the two negotiated options agreed upon during the recently concluded City-ODBC negotiations regarding the ODBC parking lot and adjacent areas.

Jinks reviewed the negotiations since December 2013, including the fact that a mediator had been used during the final meetings to help the negotiators produce an option acceptable to ODBC members so the City could avoid using eminent domain to resolve the dispute. He said both options would provide ODBC with the same or better functional use of other property, which is above and beyond the compensation required by law.

Jinks reviewed the two options: (a) the Stay-in-Place Option, allowing ODBC to stay in their current building, giving them additional parking in a City-owned parking garage nearby, providing the club with an equal number of better boat slips, and including a City payment of \$2.5 million to ODBC; and (b) the Move Option, allowing ODBC to build a new clubhouse on the Potomac in the former "Beachcombers" location at the foot of Prince Street a site with less flooding risk, better views and a large potential rooftop patio; providing ODBC 45 more usable surface parking spaces, the ability to build a new boat ramp, piers and slips, and including a City payment of \$5 million to ODBC. Banchoff said ODBC had given its members as much time as possible to consider the options in light of the City's requirement that they be able to present the ODBC decision to Council at its next meeting, on March 25, 2014. He said a special membership meeting was set for March 22, 2014 to discuss the options and members would vote their preferred option on March 22, 23 and 24, 2014. Banchoff said he hoped ODBC members would approve one of the two negotiated options but could not predict how the eventual outcome. He said members would be choosing from among three options: the two negotiated options plus a third option rejecting both negotiated options.

### ***Discussion***

Jinks said if the ODBC membership chooses one of the negotiated options the next step would be to draft a detailed agreement but if ODBC members vote not to accept either the Move or Stay-in-Place Option the City would move ahead to implement Council's decision to use eminent domain to resolve the disputed ODBC parking lot. He said the ODBC clubhouse property and ODBC north pier would be unaffected by the planned eminent domain action.

Auld asked if an environmental analysis had been done to identify problems needing remediation on the property. Banchoff said ODBC had been given the City's analysis of the Beachcombers property, but had not had time to do its own due diligence evaluation. He said the studies ODBC had reviewed did not identify any serious problems that could not be remediated.

In response to Van Fleet's question, Jinks said the value used to calculate the value of the ODBC property was about \$200 per square foot. In response to Dunn's question, Banchoff said the ODBC Board will not recommend a preferred option to the ODBC membership although individual Board members may make their preferences known.

In response to Dunn's question, Banchoff said ODBC members would be choosing from the

three options on their ballot and the option receiving the highest vote tally would win. Commissioners said they were concerned the design of the ODBC ballot, offering voters a single vote choosing among the two negotiated options plus a third option rejecting both options, created the possibility that a minority of ODBC members could block ODBC's acceptance of a City-agreed option that would avoid eminent domain. Banchoff said it was too late for ODBC to redesign the ballot in light of the City's deadline that the ODBC decision be presented at the March 25, 2014 Council meeting.

In response to Manor's question, Hamer said that if ODBC members chose to accept the Move Option, relocating to the Beachcombers property, the City's current intention is to tear down the ODBC building. Manor said that, because Commissioners would like the City to avoid using eminent domain if at all possible, the City should give ODBC additional time for its membership vote if the initial vote failed to produce an option that garnered a majority vote.

City Manager Young said a second ODBC vote could be scheduled if needed without the City extending the timeline for its actions because the administrative process required before a jurisdiction can take property by eminent domain takes enough time for ODBC to schedule a second vote if it wishes.

In response to Downs question as to who would pay for the boathouse to be torn down if ODBC moves, Jinks said the City would.

#### ***Non-Commission questions***

Bernstein thanked the negotiators for their commitment to producing negotiated options for ODBC members to choose from but urged the ODBC leadership to change the ballot to avoid the possibility of a minority vote prevailing. In response to Ely's question, Young said there had not yet been a formal Council vote authorizing the City to initiate an eminent domain action.

In response to Theismann's question about who would be responsible for the costs of studies to identify any environmental remediation that is needed, Jinks said the City had already conducted a number of due diligence studies of the Beachcombers building, including a hazardous materials survey, and the City had agreed to assume the risk regarding any remediation that might be needed regarding the ODBC building if the ODBC membership chooses the Move Option. Jinks said the Move Option gives ODBC five years to move is that it recognizes there are many variables, including mixed jurisdictional authority that will need to be addressed before ODBC could relocate to the Beachcombers property.

Theismann asked why the City was committed to having a quick ODBC vote on the negotiated options when it seemed a number of variables related to the Move Option, ODBC moving to the Beachcombers property, would likely delay such a move at least several years. Hamer said the City had developed backup options to be available if problems are encountered relative to two variables affecting the Move Option: one affects the piers and the second relates to ownership of the Mann and Sweeney properties on The Strand that might affect its availability to ODBC.

Kathryn Papp said she thought the ODBC membership should be given additional time to vote

on the proposals.

**Commissioner Responsibilities: Jackie Henderson, City Clerk**

Henderson reviewed the Commissioners responsibilities as they serve, including those governing the conduct of all public City meetings, including those of Commissions. She said the City adheres to the state Freedom of Information Act guidelines and any time more than two Commissioners meet to discuss Commission business it is considered a public meeting.

She said when Commissioners represent an entity on the Commission it is expected that their comments reflect the constituencies they represent.

Speck reported his term on the Commission as Park Planning District III representative will expire in May 2014 and he will also be moving from the West End. He said he plans to continue to follow the Commission's activities and if a Commission vacancy occurs to represent an entity which he is eligible to represent he plans to apply to fill that vacancy.

**Robinson Terminals (North & South)**

***Note: The full briefings are posted to the Waterfront Commission website.***

Moritz introduced the presentations by CityInterests, contract purchaser for Robinson Terminal North (RTN) and EYA, contract purchaser for Robinson Terminal South (RTS) and reviewed the goals and themes set out by the Waterfront Plan for private development on these two historic City sites. He said they focus on the sites' public spaces, on facilitating the public nature of the RTN and RTS piers, and on encouraging ground floor uses that will activate the area and create a welcoming environment for visitors to the Waterfront. He said the Olin design team had offered City staff some ideas for how to make private spaces feel publicly accessible through uses such as ground floor retail and building design strategies such as locating bedrooms away from the public spaces, and legal governance that ensured the ground floor retail is not controlled by the owners above the ground floor.

***Robinson Terminal North***

Wire said CityInterests is under contract to purchase the RTN site once the project has been approved by the City. He said they plan to submit their architecture plans to the Urban Design Advisory Commission (UDAC) and the Board of Architectural Review (BAR) in April 2014 and what had been developed to date was a basic design concept without any architectural details. He said their goal is to have a more detailed concept plan by the end of summer 2014 and hope to have the development special use permit (DSUP) approved by the end of 2014. He said they are working with UDAC and the BAR to develop ideas for the design concept. Wire said CityInterests plans two different design concepts for the RTN site because the western RTN building's location ties it into the City's urban grid but the eastern building, between Union Street and the river and highly visible from all four sides, will require a different design concept.

***RTN Loading dock***

Wire said CityInterests has proposed relocating the building's loading dock from Oronoco Street, as proposed in the Master Plan, to Pendleton Street, since the Oronoco side's frontage onto

Founders Park makes this side a good location for activities that will generate activity. He said CityInterests has submitted the proposed relocation to the City and is awaiting City comments. Commissioners differed on where they thought the loading dock should be located, but agreed the site's designers should find a way to minimize the impact of loading dock activities on the neighbors.

***RTN Open space***

Wire said the RTN site's 2.5 acres of public open space takes up 60 percent of the site's and they will be especially interested in public inputs on the design of the public pier, the open space plaza being considered for Union Street, and the public space easement for the promenade.

Bunster, CityInterests' landscape architect for the site, said they want to create a ground floor openness and permeability that welcomes visitors and to use interpretative design and signage to showcase the RTN site's historic areas such as West's Point. He said they will look for ways to showcase the passage of people from Founders Park to Oronoco Bay Park and to find ways to make the vistas publicly accessible. Moritz said the Olin design team is working on ideas for the site's promenade and expects it to be about 22 feet wide. Baum asked if the sidewalks would reflect the Union Street Corridor's proposal to widen the sidewalks at this point. Wire said right now on the western side this area is being viewed as open space and the designers are thinking how to widen the vistas open to the public.

***RTN Retail uses***

In response to Bethel's question about how much retail space would be available on the both sides Bunster said it would be about 15,000 square feet on both the western and eastern sides of the property.

Wire said CityInterests plans to locate the hotel on the western side of the property. Bernstein said she thought the City had envisioned a hotel on the east side of Union Street rather than the west as now proposed. Moritz said the City's main concern has been to avoid having the placement and design of residential housing create a de facto privatizing of the RTN site. He said staff will be closely following how the design includes active open spaces that is welcoming to the community. Wire said community inputs on this question will be actively sought in coming months.

***RTN: An open space performance venue?***

Cohen asked if the popular Art and History Plan proposal to use the public space to host a small black box theater and/or auditorium is being considered. Wire said CityInterests has not yet addressed specific open space uses and is open to the idea.

Wire said CityInterests' next steps will be to address UDAC and the BAR in April 2014 and return to the Commission in May 2014.

***Robinson Terminal South (RTS)***

Moritz said the RTS site, larger than the RTN site, will face extra design challenges on how to avoid the feel of de facto privatization because a hotel will not be able to be included among the

site's multi-use mix. He said one possibility is ground floor retail but the traditional option of including office space is ruled out by two factors: the current market and the lack of nearby parking to support office space. Moritz said staff has been discussing ideas for avoiding de facto privatization with the Olin design team and townhouses are a possibility.

Moritz said the Waterfront Plan's goals and guidelines for the RTS site are the similar to those for RTN with the additional factors that improved connections need to be added through the site since the site lacks streets, historic preservation needs to be factored into plans for 2 Duke Street, and the Waterfront landscape design plan includes repurposing the current marine supply building as a civic building.

Youngentob said EYA is under contract to purchase the property once its development plan has been approved by the City. He said they plan to develop about 3 of the site's 3.8 acres with a density of about 75 percent of the density allowed. He said EYA is purchasing parcels G, H, N, and E and the riparian rights for the pier from Graham Holdings and the City had previously acquired the I, J, K and F parcels. Youngentob said EYA's goal to find a balance between residential and retail space that protects long-term active use of the Waterfront.

Youngentob reviewed a number of constraints affecting the design concept, including: overall density, types of uses, the 50-foot height limit throughout the site, the Waterfront promenade, the need to determine how to extend the Strand into the site, and preservation of 2 Duke Street. He compared the EYA concept plan (at its still very general level) with the Waterfront Plan and reviewed a number of ideas EYA is considering to avoid the feel of a walled-off development. Among these features will be using Wolff Street to provide pedestrian access to the Waterfront promenade, including passive and active open spaces, active retail spaces, using public art to incorporate historic features, and including outdoor seating and terraces at a Waterfront restaurant. Youngentob said EYA considers the idea of outdoor concerts along the Waterfront promenade to be consistent with EYA's design concept.

#### ***RTS: EYA's next steps***

Youngentob reviewed EYA's planned next steps currently planned, a spring 2014 appearances before the BAR in spring 2014, filing for a DSUP in summer 2014, appearing before the Planning Commission in fall and winter 2014 and before City council in late 2014/early 2015. He said he expects demolition and the archeological process to begin in spring 2015 and construction not to begin before spring 2016. He said the building demolition planned for 2015 would be done all at once because after the demolition the site needs to be raised and remapped before excavation can begin.

#### ***RTS Discussion***

Smedberg asked if a multi-family building is being planned for Wolff and Union Streets rather than the City's recommendation that townhouses be put there. Youngentob said they are using the Waterfront Plan's recommendations to inspire their design concept and plan to use architectural design to create similar impacts. He said during EYA's preliminary discussions with the Harborside and Waterford Homeowners Associations their members were open to this modification and he understands their concerns about traffic, density and loading areas.

In response to Bordner's question, Youngentob said EYA is committed to creating a landscape design that fits seamlessly with the Olin team's design for the public spaces and will coordinate with the Olin team on many key issues. In response to Van Fleet's question about environmental issues needing to be addressed, Youngentob said the soil itself will have to be removed during site excavation. He said EYA does not plan to build a pier extending out into the channel. He said choices about where to add day slips to encourage visitors will have little environmental impact.

In response to Livingood's question about lots E and M, Youngentob said EYA's current plan is to repurpose these sites rather than construct new buildings and to transfer these sites to the City to be incorporated into Point Lumley Park even though EYA's purchase of these lots will give EYA development rights.

Baum said EYA has done a great job addressing the neighborhood's concerns and coordinating with the Olin team's design for public spaces. In response to her question about how the impact of construction-related truck traffic on the neighborhood can be mitigated, Youngentob said EYA has a history of successfully working with neighborhoods to devise ways to minimize disruption from construction.

### ***RTS Parking***

In response to Bordner's question about parking, Youngentob said the entrances to street grade parking for the townhouses is expected to be off either the Strand or Duke Street, and commercial and multifamily units would have below-grade parking expected to be located off the Strand as extended.

### ***RTS – Additional questions***

In response to Ely's question about who would own the dock and be responsible for its maintenance, Youngentob said EYA's master association would own it and the homeowners association be responsible for maintaining it. In response to Ely's question about the expected mix of retail tenants, Youngentob said they are thinking 2 Duke Street, as a historic space, would be suitable for uses such as an art gallery, restaurant, architecture or legal offices, and passive retail offices.

Hardaway, a Waterford resident, said he enthusiastically supports the EYA team's plan since being briefed by EYA at the Waterford Homeowners Association.

Papp asked how who would be responsible for the costs of pumping stations that might be needed to manage runoff that collects along the Strand. Youngentob said it is EYA's responsibility as the developer to solve any flood mitigation problems but at this point it was not his understanding that pumping stations would be required. He said the eventual owners of the 92 residences would contribute to a master fund that would cover maintenance and operating expenses.

### **Recommendation on Flood Mitigation & Landscape Design**



Williams reported the City has now concluded, as part of the public engagement process, four public meetings and two briefings of joint meetings of Waterfront and Park and Recreation Commissions. She said the design is now 30 percent complete.

Williams said a Waterfront Commission recommendation on these plans would be a useful reference for the Planning Commission and Council work sessions set for April 2014. Hall appointed Watters to chair a special committee to compare the proposed flood mitigation and landscape designs to those envisioned in the Waterfront Plan and to then recommend a Commission position on the proposed plans that can be considered by the full Commission at its April 15, 2014 meeting. Commissioners Bergman, Baum, Bordner, Auld, Van Fleet volunteered to serve on the committee and its meeting will be open to all Commission members.

***Civic building.***

Downs asked if the question of who would use the proposed civic center included in the design would be resolved in time for the June 2014 Planning and Council work sessions. Hamer said this question will be considered in the next phase of planning. Van Fleet said he thought priority for using the civic building should be given to those civic organization currently located on the Waterfront.

**Deferral of remaining agenda items**

Hall announced that due to the length of the meeting, action on the remaining agenda items would be deferred. This included:

- FY 2015 Proposed Budget
- Project Updates (Windmill Park Bulkhead RFP, City Marina Dredging RFP, King & Strand Street Backflow Preventer, Lower King Street Multi-modal Feasibility Study,
- Alexandria Transit Company (DASH) – Trolley Service – Sandy Modell
- Waterfront Plan Implementation Project Status Matrix
- Marina Subcommittee
- Report from Commissioners
- Announcements / Public Comments

**Adjournment**

The meeting was adjourned at 10:15 a.m.